UNITED NATIONS

DP

Governing Council of the United Nations Development Programme

Distr.
GENERAL

DP/CP/BKF/5
25 March 1992
ENGLISH
ORIGINAL: FRENCH

Thirty-ninth session
4-29 May 1992, Geneva
Item 6 of the provisional agenda

PROGRAMME PLANNING

Country and intercountry programmes and projects

FIFTH COUNTRY PROGRAMME FOR BURKINA FASO

Programme period	Actual resources programmed	$
January 1992-December 1996	IPF (net)	51 053 000
	Other resources and funds	23 000 000
	Total	74 000 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic situation

1. Burkina Faso, a land-locked Sahelian country with an area of 274 000 square kilometres, has a population of 9.2 million (1990), almost all of whom (86%) still live in rural areas. Infertile soil and irregular rainfall constitute a fragile basis for the sustainable development of agricultural activities. There are neither forests nor streams worth noting. The few mining resources that do exist are limited in terms of quantity and difficult to reach. During the 1980s, the gross domestic product (GDP) (in real terms) rose at a slightly higher rate than the population (3% yearly), but at the cost of appreciable financial imbalances and continual degradation of the land.

2. According to the UNDP Human Development Report, the human development index for Burkina Faso is one of the lowest in the world. Life expectancy is still relatively low (48 years), owing primarily to high infant mortality (13.5%). Despite efforts to promote primary school enrolment and basic literacy, the illiteracy rate among adults is still high (85%), especially in women (94%). Per capita national income amounted to approximately $300 in 1990, thus placing Burkina Faso among the least developed countries.

3. In spite of these various handicaps and privations, medium-term growth prospects are relatively good. The country has just embarked on an initial structural adjustment programme (SAP) supported by the World Bank and the International Monetary Fund. The SAP is incorporated into the second Five-Year Plan for Popular Development (PQDP-2, 1991-1995), which is intended to lay the foundations for sustainable development. Each priority area (transport, agriculture, education and health) will be covered by a sectoral adjustment programme, and the Government has elaborated a plan of action for better management of the environment. Also, the adoption of a new constitution has put an end to the exceptional system, instituting a Stated based on law and creating the conditions for better management of public property.

B. National development strategies and objectives

4. Over the next five years the country aims, first of all, to achieve an average economic growth rate of 4%, which would thus permit an increase in per capita national income (in real terms) of approximately 1% per year. Second, monetary and credit policies will seek to limit price increases to 4% yearly. Finally, the major macro-economic balances will gradually be restored, with the foreign current-account deficit, in particular, gradually declining, from 17% of the GDP in 1989 to 10% in 1995.

5. To achieve these objectives, the Government contemplates a combination of four strategies. The first involves promoting an increase in agricultural production compatible with the maintenance of the socio-ecological

equilibrium. The agricultural and livestock-breeding sector will continue to be the main source of economic growth and of exports. Secondly, activities in the private sector will be developed, notably through the building of a socio-economic environment more favourable to private investment and the creation of jobs. Thirdly, the public sector will be reduced and its management will be improved. And finally, the promotion of human resources will be intensified, primarily through actions in the fields of fundamental education and primary health-care services. UNDP, acting jointly with other donors, will lend its support chiefly to programmes belonging to the first three strategies.

II. EXTERNAL COOPERATION

A. Role of external cooperation

6. According to provisional statistics, the project aid mobilized has totalled US$ 195 million per year. During the period covered by the first Five-Year Plan for Popular Development (1986-1990), approximately 80% of the total public expenditure for development was financed out of such aid. Among the bilateral donors, France is clearly in the lead (13% of the total), after which come Germany (7%) and the Netherlands (6%). As for multilateral organizations, the World Bank (16%) is followed by the United Nations (14%) and the African Development Bank (ADB) (10%). The principal sectors that have benefited from project aid have been agriculture and livestock breeding (24%), water and hydro-agricultural development (21%), and transport and communications (18%). In addition to project aid, mention must be made of budgetary aid, especially on the part of France, which cancelled $215 million in debts in 1989, in line with the Dakar initiative.

7. The data from the first National Technical Cooperation Assessment and Programmes exercise for Burkina Faso confirmed that outside assistance in the form of technical cooperation (including training costs) was relatively great, accounting for 39% of the total aid received by the country in 1988-1989. As in the case of project aid, the sources of technical cooperation are fairly diversified, chiefly involving six countries (France, 22%; Netherlands, 12%; Soviet Union, 9%; Canada, 5%; Germany, 4%) and two international organizations (UNDP, 13%; United Nations Children's Fund (UNICEF), 3%). The allocation of this form of aid, however, is concentrated primarily in a few sectors. More specifically, the Ministry of Secondary and Higher Education and Scientific Research has been the principal beneficiary (28%). Next come the Ministry of Agriculture and Animal Husbandry (14%) and the Ministry of Health and Social Action (13%).

8. In financial terms, the contribution of UNDP (including the United Nations Capital Development Fund (UNCDF), the United Nations Fund for Population Activities (UNFPA), the World Food Programme (WFP) and the United Nations Sudano-Sahelian Office (UNSO)) is relatively small (7%) when compared with the total development assistance received by Burkina Faso over the past five years. In the area of technical cooperation, however, the contribution of UNDP has been considerably greater: 13%. This is particularly true of the three sectors on which the 4th programming cycle is mainly focused:

agriculture, general problems of development and planning, and natural resources/environment (cf. section III-A).

B. Aid coordination arrangements

9. Just after the first donors' round-table meeting at Geneva (23-24 May 1991), the Government began the process of restructuring the public administration with a view to national capacity-strengthening in the field of economic management, including coordination and cooperation (technical and financial). More specifically, the former Ministry of the Plan and Cooperation was merged with the Ministry of Finance, chiefly with a view to meeting the requirements of a single centralized management of budgetary expenditure. The General Department of Cooperation, however, still retains the same responsibilities as before.

10. By a decree dated 24 September 1991, it was also decided that the (ministerial) committee of the SAP should henceforward be made up of 16 members of the Government under the chairmanship of the Minister of Finance and the Plan, with the Minister of Industry, Trade and Mines serving as vice-chairman. The ministerial committee is also assisted by a "Permanent Technical Secretariat (STP) in charge of monitoring the SAP", in addition to an Interministerial Technical Committee, in turn composed of seven "SAP commissions". The Secretariat is placed under an executive secretary. For the formulation and implementation of technical cooperation policy, the Government has created a National Commission (CONAT) and a specialized unit within the ministry in charge of the Plan.

11. UNDP policy is aimed essentially at strengthening national structures with a view to better Government coordination of aid. Indeed, missions were financed within the framework of SAATA in order to assist the authorities in the formulation of the SAP which was subsequently negotiated and agreed upon with the World Bank and the International Monetary Fund. The NATCAP exercise made it possible to elaborate the first framework document in the field of technical cooperation. UNDP also provided support for the organization and holding of the sectoral consultation on transport (October 1990) and the Geneva Round Table. Lastly, special support is provided for the institutions mentioned above, including the Permanent Technical Secretariat in charge of monitoring the SAP and the General Department of Cooperation.

12. Within the United Nations system, coordination takes place at several levels. First of all, monthly meetings of all the agency heads present at Ouagadougou were held regularly under the chairmanship of the resident coordinator. Second, joint actions were then conducted in the field: (a) between UNDP, the Food and Agriculture Organization of the United Nations (FAO), UNSO and UNICEF in the area of integrated forest development; (b) between UNDP and Technical Co-operation among Developing Countries (TCDC) and UNFPA for the preparation of the second Five-Year Plan for Popular Development; and (c) between UNDP and the United Nations Development Fund for Women (UNIFEM), UNICEF and UNFPA in the elaboration of "multisectoral strategies for the integration of women into the development of Burkina Faso". Third, efforts were made to harmonizing the timing of the programming cycles

of the different agencies, with a view to improving coordination within the system. Lastly, at the request of the national authorities, UNDP directly coordinated the implementation of certain programmes, such as the medium-term programme for the prevention and control of AIDS and the emergency food-shortage plan.

III. THE COUNTRY PROGRAMME

A. Assessment of ongoing country programme

13. The resources of the fourth country programme served essentially to support the implementation of the first Five-Year Plan for Popular Development (1986-1990) as a source of additional financing. Activities were grouped according to the three levels of "management": (a) the central management of the State apparatus and the piloting of the economy; (b) the management of the principal sectors of the economy; and (c) the management of development programmes and projects in the field. The mid-term review, which took place in February 1990, confirmed the relevance of the objectives aimed at by the projects taken individually, but pointed up the difficulty of assessing the overall impact of the programme; it also showed that grouping by "management levels" contributed little to the execution of the programme. During the period 1987-1991, UNDP will have spent $50 million out of the resources available under the indicative planning figure (IPF). The main sectors having benefited will have been (in decreasing order):

- Agriculture/Forestry/Fishery (sector 4) 31%
- General development problems (sector 2) 22%
- Natural resources/environment (sector 3) 20%
- Transport and communications (sector 6) 9%

This concentration of resources is in keeping with the priorities and achievements of the national development plan.

14. In the final analysis, the fourth country programme contributed to the promotion of all six of the UNDP areas of focus spelled out in Governing Council decision 90/34. Indeed, approximately 50% of the IPF resources went to finance projects in the agriculture and environment sectors, thus contributing toward the eradication of poverty, the protection of the environment and the integration of women into development. In addition, approximately a quarter (22%) of the resources were used to improve national development management skills at the macro-economic level (planning) as well as the sectoral level. Finally, technology transfer met with considerable success in the adaptation of techniques for the manufacture of building materials.

15. In-depth studies conducted within the NATCAP framework showed that technical cooperation would have been far more beneficial if the country had had a more explicit policy in that area and if senior staff members were not subject to such great mobility. Mastery of technical cooperation on the national side is still generally weak. In addition, the transfer of responsibility to nationals in the area of technical assistance is not always

programmed. As a result, while replacement does take place in terms of numbers, it is often to the detriment of the quality of the services rendered.

16. Finally, just as in the case of earlier programmes, the execution of the fourth programme is characterized by the predominance of the executing agencies of the United Nations system (approximately 98% of the approved IPF amounts). National execution is still at the rudimentary stage, owing primarily to the low project-implementing capacity of the national institutions and insufficient mastery of UNDP policies and procedures. To remedy these shortcomings, UNDP has financed the organization of a seminar on national execution for national project managers.

B. Proposals for UNDP cooperation

1. Preparatory process

17. The present programming exercise stems from an ongoing dialogue among the national administration, the Office of the UNDP Resident Representative and the principal providers of funds which began in 1989 when work first started on the formulation of the SAP. The advisory note took its inspiration chiefly from the documents presented by Burkina Faso at the first Geneva Round Table: Framework document on economic policy, Technical cooperation policy objectives and Reflections on the institutional capacity for economic management. On this basis, and in view of the special competence of UNDP and the experience acquired in the country, the note proposed concentrating activities on three areas (economic management, natural resource management, and promotion of the private sector), the relevance of which was confirmed by subsequent meetings. UNDP also took part in the formulation of sectoral adjustment programmes relating chiefly to agriculture and environment, concerning which sectoral consultations with the donors are to take place in the near future. In other words, the detailed content of the second area of concentration will be finally decided over the course of the coming consultations.

2. Strategy for UNDP cooperation

18. In contrast to earlier programmes, UNDP, basing itself on the comparative advantage which it derives from its political neutrality and its technical universality, will take part to a greater extent in development programme and strategy formulation activities, thus positioning itself upstream from the interventions of most other donors. Within this perspective, UNDP will contribute to the generalization of the "programme approach" that makes possible consistency of action and complementarity of actors. In addition, UNDP will continue its role as a catalyst in the mobilization and coordination of cooperation (technical and financial). Regarding the implementation of development programmes and strategies, the UNDP contribution will have to accord priority to the transfer of know-how, for example by means of intensive training seminars, in order to consolidate the technical bases with a view to national execution.

19. Concentrating resources on a limited number of specific areas, while it curtails flexibility in the use of funds, will strengthen UNDP consistency of action through greater synergy among the different interventions. Over the coming months, these interventions will be specified with regard to each area of concentration. At this juncture it seems quite obvious that enhancement of the national capacity for effective implementation of the first structural adjustment programme will constitute the principal preoccupation of the first and third of these areas, and that the preservation of land assets will be the main concern of the second area. Within each area of concentration, the activities of the fifth programme will help in the implementation of the 1991-1995 Plan of Action prepared with the technical and financial backing of UNIFEM, the Netherlands and UNDP and adopted by the Government (June 1991), for the purpose of strengthening the role of the women of Burkina Faso. Lastly, in the execution of the programme, UNDP will place special emphasis on technical cooperation among developing countries, notably through the use of United Nations Volunteers.

3. Areas of concentration

20. The three selected areas are described out in detail below. The manner in which they fit in with national objectives and UNDP priorities (Governing Council decision 90/34 and Human Development Report) is summarized in matrix form in Annex II.

Area 1: Management of the economy

National development objectives and programmes

21. The new directions in economic and social policy have taken concrete form in the structural adjustment programme and the public investment programme covering the three-year period 1991-1993. Owing to the central place occupied by public finances in the country's economy, it was decided that the necessary measures should be taken to reduce the public finance deficit by two GDP percentage points by 1993 and to eliminate all payment arrears over the following three years. The reduction of the budgetary deficit will arise from an increase in receipts (9% yearly) to permit a volume of expenditure which, albeit stabilized in terms of percentage of the GDP, will guarantee adequate funding for priority sectors such as primary education, health, natural resource management and agriculture, as well as infrastructure maintenance.

Proposals for UNDP cooperation

22. The public investment programme, a sliding programme covering three years, will be reviewed every year in accordance with the progress realized, any changes in programming, and new projects approved. Project selection criteria will be established at three levels: micro-economic, sectoral and macro-economic. At the micro-economic level, projects will not only be examined in the light of the classic criteria of economic and financial viability, or the principal of the least cost, in the case of the social sectors: an environmental impact study will be an integral part of the

feasibility studies required for new projects. At the sectoral level, the criteria of selection will reflect the sectoral objectives and strategies elaborated in the development plan. Resources will be reallocated with a view to a better equilibrium between investment spending and the recurrent expenditures required for the operation and maintenance of existing facilities. At the macro-economic level, projects will be subjected not only to an evaluation of their impact on economic growth and the balance of trade, but also on debt service and the State budget. So as not to overburden public debt service, donations will represent at least 40% of foreign financing, the balance being exclusively in the form of soft loans. Furthermore, in the investment selection process, account will be taken of the fiscal resources that can be made available to cover recurrent costs.

23. The initial activities in area 1 will be geared to effecting the necessary institutional reinforcement within the four ministries dealing with economic matters (Finance/Plan, Industry/Trade/Mines, Economic Reforms, and Civil Service/Administrative Streamlining) with a view to the effective implementation of the first SAP. This will mean, first and foremost, creating the Permanent Technical Secretariat for monitoring the SAP and making it operational. Indeed, the execution of the programme supported by the International Monetary Fund requires precise, regular piloting that involves three aspects: the financial operations of the State, an integrated monetary review, and the foreign-accounts situation. In the strengthening of the ministries, stress will be placed on the execution of measures designed for compliance with "landmark criteria", in particular the reduction of the budget deficit (not counting donations) from 9% of the GDP in 1989 to 7% in 1993. Special attention will be paid to civil service reform and management.

24. Reform measures will have to be continued well beyond the first SAP in order to stabilize the country's financial situation and fully liberalize the economy. This being the case, it seemed advisable to begin to do some long-range thinking regarding the future of Burkina Faso, to determine the sectoral strategies that will constitute the foundation and the reference for the formulation of future SAPs. In conjunction with the World Bank, Coopération française and UNFPA, UNDP will provide back-up for this reflection on long-term development, integrating the probable evolution of the demographic situation into the framework of enhanced regional cooperation.

Complementary assistance

25. In addition to the support of Germany, the Ministry of the Plan and the European Economic Community (EEC) to the Ministry of Industry (crafts), France and UNDP were the principal donors that contributed to the improvement of economic management. The African Development Bank and the World Bank both manifested their intention to contribute. At the initiative of UNDP, work has begun to enhance consultation among donors, which will guarantee the consistency or cooperation actions. The ability of the national institutions to formulate and apply economic reform programmes will be the measure of the success of the concerted action of the donors.

26. By way of conclusion to the first round-table meeting at Geneva (23-24 May 1991), the national authorities opted in favour of an 18-month concertation cycle, with intervening semi-annual follow-up meetings. Sectoral consultations will also take place as the sectoral adjustment programmes are elaborated. The documentation to be submitted at these meetings will also include the technical cooperation programmes for priority sectors. UNDP will backstop the national administration, in particular the General Department of Cooperation, so as to strengthen the coordination of cooperation, both financial and technical.

Area 2: Natural resource management

National development objectives and programmes

27. The major constraint, as far as agricultural development and the attainment of the food-security objective included in the second Five-Year Plan for Popular Development are concerned, is the preservation of land capital (water, soil and the vegetative cover). The national authorities, cognizant of the primarily agro-pastoral nature of the country, have fixed the following strategic objectives: (a) preservation of the major ecological balances and improvement of the environment with a view to guaranteeing sustainable development, and (b) the satisfaction of the needs of the inhabitants in terms of forest and fishery products, among other things. This means creating favourable conditions for more rational natural resource management. For this purpose, the Government has formulated national programmes and plans of action such as the National Plan of Action for the Environment and the National Land Management Programme, which emphasize the preservation of the existing stock of natural resources through education, training and the creation of a sense of responsibility toward the environment at the grass-roots level.

Proposals for UNDP cooperation

28. With a view to backing up the Government's actions in this area, the fifth programme will place the major emphasis on preserving the socio-ecologic equilibrium and promoting food security in the long term. During the fourth programming cycle, more than 50% of the resources available under the IPF went to the sectors agriculture/forestry/fishery and natural resources/environment. The majority of the 41 projects executed were aimed primarily at strengthening institutions with a view to bringing about food self-sufficiency as early as possible.

29. The annual energy demand of Burkina Faso is relatively low (the equivalent of approximately 160 kg of petroleum per inhabitant); nonetheless, the country has no hydrocarbon resources and ligneous fuel consumption accounts for 90% of the total. Stated otherwise, the problem which the country faces lies in the difficulty of achieving a sustainable balance between fuel-wood supply and demand with a minimum of consequences in terms of petroleum imports. More specifically, natural renewal conditions would enable the supply to be maintained at 2.8 million tons per year, while the demand,

which already outstrips the supply (3,3 million tons in 1990) will continue to rise rapidly due to population growth and, in particular, accelerated urbanization. The present deficit, estimated at 25 000 hectares of natural stands per year, might climb to 120 000 ha by the year 2005 if no action is taken to manage those stands and improve their productivity. This deterioration would be added to the losses due to land-clearing work and bush fires, estimated at 90 000 per year.

30. During the fourth programme, FAO set up, with UNDP financing, a model of natural forest development and management with rural grass-roots participation, notably in the "classified" forest of Nazinon (24 000 ha) and the "protected" forest of Kassou (20 000 ha). Joint management in these areas has made it possible to call a halt to clearing, while at the same time supplying 70 000 steres of wood per year, or approximately 10% of the needs of Ouagadougou. Over the next two years, the project might be extended to cover 60 000 ha. During the three years that follow, generalizing the forest management model would make it possible to manage 200 000 additional hectares around Ouagadougou with joint EEC Commission financing. Furthermore, the technicians trained by the project might help to develop a similar operation in the Bobo-Dioulasso region, financed by the World Bank.

31. In accordance with the policy objectives adopted in the National Land Management Programme, UNDP action will be aimed preferably at supporting actions over which the people can exert control and which are conducive to judicious exploitation of the potential of their respective lands. Through direct assistance to village management committees it will be possible to identify, programme and carry out actions relating to the utilization of land, water and forest resources. Special emphasis will be placed on actions for the protection and restoration of the biomass by local populations as a function of the characteristics and needs of each type of land: embankments, closing of areas to grazing animals, or planting of quickset hedges. Ecological balance will also be sought through the diversification and regional specialization of production. The approach worked out by the Burkina Faso Sahel Programme will be further developed and applied in two test areas, one in the Sahel and the other in the province of Namentenga, where United Nations Capital Development Fund (UNCDF) activities ($15 million over a five-year period) will be concentrated.

32. With an annual rainfall of 16 billion cubic metres, the country has an ample supply of water to meet the demands of human consumption and the needs of the farming and livestock-breeding sectors. The short rainy season, however, contributes to soil erosion, and the distribution of water resources among the different regions is highly uneven. Furthermore, the evaluation of the projects undertaken over the past ten years has clearly shown that responsibility for the development and management of water resources must be taken by the users themselves. With a view to optimum utilization of surface water, UNDP assistance must be geared to (a) strengthening the regional water departments so as to assist rural areas in taking responsibility for the solving of water-supply and sanitation problems; (b) carrying out the pre-investment studies required for the implementation of the integrated programmes included in the second Five-Year Plan for Popular Development (1991-1996); and (c) having trained Burkina Faso staff take over the tasks of

the international experts. With regard to underground water, UNDP will also contribute to the defining of a collective management formula whereby the recipient populations will gradually be led to take over the costs of equipment replacement, while water will become a source of income.

Complementary assistance

33. Considerable financial aid has been allocated for natural resource management, adopted as a priority by the entire donor community. The principal actors are the World Bank, Canada, the European Development Fund (EDF), Denmark, France, the Netherlands, Germany, Sweden, Switzerland and the United Nations Sudano-Sahelian Office (UNSO). Approximately eight regional projects are involved in natural resource management, and at the world level, financing facilities are provided within the framework of the Global Environment Facility (GEF). Negotiations are now in progress for the use of GEF resources to finance the activities of the "Nazinga Game Project".

Area 3: Promotion of the private sector

National development objectives and programmes

34. Though the long-term economic development objectives of Burkina Faso have remained the same since independence, i.e., to improve the living condition of all, the strategies adopted in order to achieve them have varied over the years with the changes in political conditions in the country. These strategies have evolved considerably over the past few years, especially with regard to the respective roles of the public and private sectors. The validity of the dominant role of the State, which prevailed from as early as 1960, was officially reopened to question starting in 1990, with the conclusion of the structural adjustment programme, which, instead, stresses the joint effort of the public and private sectors and the disengagement of the State from non-strategic sectors. The State, acting in conjunction with the donors, will define a national privatization programme and implement a policy of adapting training to the needs of the economy.

Proposals for UNDP cooperation

35. To support this new Government policy objective, it is suggested that during the fifth programme UNDP assistance should be geared toward the following three activities: support for privatization; promotion of small and medium-sized enterprises (SME); support for vocational technical training.

36. The para-public sector comprises at present 96 enterprises, 35 of which were created recently. This sector includes both mixed-economy companies and public industrial and commercial establishments. Despite appreciable tax advantages and a high degree of effective protection owing to quantitative restrictions, about one-third of these enterprises have sustained losses over the past few years. In addition to restructuring measures aimed at (a) eliminating exemptions and subsidies, (b) reducing operating losses and

repaying debts contracted with the local banking system, and (c) ensuring the autonomous management of all enterprises, the Government has promised to reduce its level of shareholding to a maximum of 25%, except where strategic reasons are involved. Initial activities in the third area of concentration will involve backing up national efforts in the formulation and implementation of the privatization programme. Due to the fact that national economic operators have little capital at their disposal and tend to shun risks, the privatization process must also help promote foreign investment. Thus UNDP will provide support to the Government in enhancing the national capacity for negotiating with transnational corporations.

37. In addition to the rigorous application of good management practices in the public sector, the success of the SAP will depend on the effective development of the private sector, which includes not only structured enterprises, but also the informal sector, which every year accounts for a value-added equal to approximately one-third of the GDP. In support of actions to promote SME, UNDP will contribute to the setting up of mechanisms for giving a boost to the creation of potentially viable enterprises. As the principal constraints in this area are the shortage of capital and the lack of management methods, UNDP assistance must facilitate access to credit for private entrepreneurs, guarantee management training for executives and, when the time comes, provide counseling on management methods. To bolster the development of existing SME, UNDP will support the Government in defining a policy of minimal protection, bearing in mind the necessary expansion of markets. In collaboration with the International Trade Centre (ITC), the mechanisms of goods import and export will be reviewed to enable private entrepreneurs to enjoy optimal international market conditions.

38. With financing in place for activities intended to increase primary enrolment from 28% to 40%, UNDP will support the Government in the formulation and application of a vocational technical training programme for students having completed primary school. This will mean addressing the thorny problem of adapting training to the needs of the economy. More specifically, UNDP will help promote the setting up of an integrated structure for vocational technical training which the International Chamber of Commerce proposes creating with foreign partners. A further purpose of this structure is to answer the ongoing training needs of local enterprises.

Complementary assistance

39. In addition to UNDP assistance, donors such as the World Bank, the European Economic Community, United States Agency for International Development (USAID), France and Japan are active at different levels, giving a vital impulse to the policy of promotion of the private sector. The regional dimension of this policy is taken into account through three subregional projects (see Annex II, programme matrix) with a view to maximizing its impact.

The fifth programme and human development in Burkina Faso

40. As mentioned above (paragraph 23), the Government is cognizant of the need to maintain a balance between the directly productive sectors and the social sectors of the country. Indeed, national priorities are now geared toward fundamental education and primary health-care services. These priority programmes already receive adequate financial and technical assistance from all the main donors (France, Germany, the Netherlands, Italy, the World Bank and ADB). The UNDP contribution during the fifth country programme will be concentrated primarily on preparing and organizing sectoral consultations with the donors. In this connection UNDP will finance (through TSS-1) the preparation of the integrated documents by the United Nations Educational, Scientific and Cultural Organization (Unesco) and the World Health Organization (WHO). Also, in connection with the third area of concentration, support is planned for technical and vocational training for students having completed their primary education. The improved drinking-water availability contemplated in connection with area 2 will also help establish conditions for better human development. Finally, the implementation of areas 2 and 3 will emphasize the release of the creative energies of civilian society through better integration of women into the development process and greater promotion of basic initiatives. The creation of job and income security, a global objective that underlies all three areas of concentration of the fifth programme, will help to improve the human development index.

Resource allocation for the three areas of concentration

41. Owing to the evolving nature of the present programming exercise, it is not possible to anticipate precise allocations. First of all, one will have to wait until the Government has finalized the sectoral development programmes. UNDP inputs will also depend on the contributions of the other donors. Intrinsically, the different areas are of equal importance. However, the preparatory work is definitely further advanced for area 1 than for area 3. As a rough approximation, the disbursement of IPF funds might be as follows:

Area 1 (economic management)	40%
Area 2 (natural resources)	30%
Area 3 (private sector)	20%
Outside these areas	10%

42. In addition to the IPF funds allocated to the country within the framework of the fifth cycle ($51 million), the programming exercise took into account other UNDP-managed funds ($23 million), notably those of UNCDF and UNSO. Also, the other members of the Joint Consultative Group on Policy plan to spend $58 million for Burkina Faso. Thus the programming of the fifth cycle involves $132 million (cf. Annex I: Financial summary).

Assistance outside the areas of concentration

43. Projects currently under way have budgets totalling $7 million for 1992 and subsequent years. Despite efforts toward concentration, certain activities will continue outside the three selected areas of concentration. In all probability, these activities will represent 10% of the IPF resources and will include the programme to combat AIDS and the extension of mining research activities.

Areas of concentration: execution and implementation

44. In an effort to minimize the problems and limitations inherent in the project-by-project approach, and in particular the difficulty of assessing the global impact and success of UNDP support, only areas in which the problems involved go beyond the "micro" level were selected for the fifth programme. It is obvious that fixing the related objectives in these areas and adopting the most appropriate solutions are tasks that belong to the Government, after consultation with the donors. Thus, the systematic dialogue that started with the first Round Table and will continue during the sectoral or thematic consultations constitutes a part of the new line taken by the Government. The preparation of the integrated documents presented at the sectoral consultations will be entrusted to specialized agencies of the United Nations, including FAO, Unesco and WHO, and will be financed under TSS-1.

45. In the process of carrying out the activities of the fifth programme, greater recourse will be had to the services of the United Nations Volunteers and non-governmental organizations. Ways and means will also be determined for promoting technical cooperation with other developing countries. Also, national execution, the necessary complement to the "programme approach", will ultimately become the basic working mode. During the fifth cycle this modality will gradually be developed as national entities acquire the requisite skills. At the same time, UNDP will turn more and more to local consultants, another factor that will contribute toward improving national capacity.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

(Thousands of dollars)

Carry-over from fourth cycle IPF	-	
Fifth cycle IPF	51 053	
Subtotal IPF		51 053
Project cost-sharing (Government)	-	
Project cost-sharing (Third party)	-	
Programme cost-sharing	-	
Subtotal cost-sharing		51 053
TOTAL		51 053

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

Area of concentration	IPF	Cost-sharing	Total	Percentage of total resources
Economic management	20 421.2		20 421.2	40
Natural resource management	15 315.9		15 315.9	30
Promotion of the private sector	10 210.6		10 210.6	20
Subtotal	45 947.7		45 947.7	90
Unprogrammed reserve	5 105.3		5 105.3	10
TOTAL	51 053.0		51 053.0	100

III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES USED IN AREAS OF CONCENTRATION

(Thousands of dollars)

A. UNDP-administered funds		
SPR	1 000	
UNCDF	15 000	
UNSO	6 000	
MDP	1 000	
Subtotal		23 000
B. Other United Nations resources		
JCGP participating agencies		
WFP	30 000	
UNFPA	10 000	
UNICEF	15 000	
IFAD	3 000	
Other United Nations agencies (non-UNDP financed)	-	
Global Environment Facility	-	
Subtotal		58 000
C. Non-United Nations resources		-
TOTAL		81 000

Annex II

PROGRAMME MATRIX

	Area of concentration	Area of focus a/					
		Poverty eradication and grass-roots participation	Environment and natural resource management	Management development	TCDC	Transfer and adaptation of technology	WID
I.	ECONOMIC MANAGEMENT CAPACITY						
	Implementation of PAS (institutional strengthening)	*		*			
	Long-term prospects	*		*			
	Coordination of cooperation			*			
II.	NATURAL RESOURCE MANAGEMENT						
	Management of natural forests	*	*	*			*
	Land management	*	*	*			*
	Water and regional development	*	*	*			*
III.	PROMOTION OF THE PRIVATE SECTOR						
	Support for privatization						*
	Promotion of SME	*		*	*	*	*
	Improvement of technical education				*	*	

a/ Asterisks indicate major linkage only.

UNITED
NATIONS

DP

Governing Council
of the
United Nations
Development Programme

Distr.
GENERAL

DP/CP/BKF/NOTE/5
25 March 1992

ORIGINAL: ENGLISH

Thirty-ninth session
4-29 May 1992, Geneva
Item 6 of the provisional agenda

PROGRAMME PLANNING

Country and intercountry programmes and projects

FIFTH COUNTRY PROGRAMME FOR BURKINA FASO

Note of the Administrator

I. THE PROGRAMMING PROCESS

1. The preparation of the country programme in February-October 1991 took place at the climax of a period of intense policy formulation and planning by the Government. Burkina Faso's first Structural Adjustment Programme (1991-1993) had been negotiated throughout 1990 and the policy framework paper was officially submitted to the Bretton Woods institutions in the second quarter of 1991. At the same time the Government was finalizing its second Five Year Plan (1992-1996), which was formally launched in August 1991. Both these documents reflected the Government's new policy orientation towards a market economy and provided clear guidelines for UNDP's own programme formulation exercise.

2. The preparation of the country programme benefited from studies in support of four sectoral adjustment loans (transport, agriculture, education and health) which are to be negotiated for the Structural Adjustment Programme period. Also, under the leadership of the Food and Agriculture Organization of the United Nations (FAO) the studies for the agricultural sector loan have in particular provided sectoral guidance for the country programming exercise and will continue to do so for the process of programme and project formulation. Two other important studies have also contributed to the orientation of the fifth country programme. These are the first phase of Burkina Faso's National Technical Cooperation Assessment and Programme (NaTCAP) exercise and a UNDP-sponsored study on institutional capacity for economic management.

3. To promote donor support for the Structural Adjustment Programme Burkina Faso's first macroeconomic round table conference was held in Geneva on 23-24 May 1991. Donors at the conference expressed general agreement with the Government's policy orientations and met the pledging targets that had been set. In addition agreements were reached on measures for enhanced aid coordination between the Government and donors and among donors. These agreements have provided a favourable environment for ensuring the compatibility of the fifth country programme objectives with other donors' activities and for specific cooperation arrangements in specific areas. Preparations for the sectoral round tables planned for the agriculture, education and health sectors will further enhance Government and donor cooperation.

4. The country programming exercise took as its starting point the report of the mid-term review of the fourth country programme which had taken place in February 1990. This report was largely positive on the substance of the programme but made a number of recommendations about implementation modalities which were further developed in the NaTCAP exercise. These topics were covered in the advisory note.

5. Early in the fifth country programming exercise (February 1991) a review was made with the Government of the priority areas for UNDP cooperation, and agreement was reached on three themes for the fifth country programme, namely, economic management, national resources management and private sector promotion. At the same time it was agreed that, in view of the intense policy formulation exercises being concurrently undertaken (mentioned above) no agency programming missions would be required. It was decided rather that, in order to foster Government ownership of the whole exercise, joint working groups should be created to advance the programming of specific themes. These working groups consisted of members of the Ministry of Plan, the UNDP Office and of the relevant technical Ministries. The groups met regularly between February and May 1991 and their recommendations were incorporated into the section on programme orientations reflected in the country programme.

6. The advisory note received approval from the UNDP Action Committee on 24 July 1991 and was endorsed by the Government on 18 October 1991. On the basis of this endorsement the country programme was prepared. The Government submitted the programme for UNDP consideration.

II. ANALYTICAL COMMENTARY ON THE FIFTH COUNTRY PROGRAMME

7. The Government of Burkina Faso's policy objectives for the early 1990s include (a) setting Government finances on a sure footing; (b) opening up the economy to individual initiative; (c) laying a firm basis for sustainable growth in the productive sectors of the economy and (d) promoting the social infrastructure. It is the Administrator's view that the fifth country programme will play a key role in promoting the achievement of these objectives.

8. To achieve the first of these objectives the country programme under Theme I (Economic Management) will provide assistance to the central Ministries to strengthen their capacity to implement the financial aspects of the Structural Adjustment Programme and to promote other measures to liberalize the economy. This assistance will be provided in a coordinated cluster of projects aimed at achieving a coherent set of overall objectives. The Government sees UNDP's neutrality as providing definite comparative advantage in this area and UNDP is working in close coordination with the Government and other donors.

9. With a poor resource base and faced with environmental degradation and mounting demographic pressure, the Government's rural development strategy is geared towards ensuring sustainable and environmentally sound natural resources management. The Administrator fully supports this approach and endorses the fifth country programme's second theme, which has a three-pronged area of intervention, namely, natural forest management, soil conservation and water resources management. The Administrator notes with satisfaction, that the second theme, in electing to attain this objective, focuses on rural community empowerment, gender-sensitive issues, and a progressive user's fees scheme for target beneficiaries of improved natural resources management, thus enhancing human development conditions in the country.

10. To support the economic reform process and ensure a freer interplay of market forces, the Administrator specifically recognizes the pivotal role that UNDP could assume in this area and endorses the objective of the third theme (Private Sector Promotion). In a country with a financially starved public sector and deficit-ridden parastatal enterprises, promotion of the private sector is the key to higher employment and increased income for the majority. The third theme identified three areas of focus: Privatization of State-owned corporations, promotion of small-scale enterprise and provision of vocational training for improving the adequacy of demand and supply of labour.

III. MANAGEMENT OF PROGRAMME IMPLEMENTATION

11. The importance of providing greater flexibility in programme management was strongly supported in the advisory note. In particular, the programme approach and the national execution modality were strongly recommended and have subsequently been endorsed by the Government in the country programme. The country programme has adopted three themes within which several clusters of projects will be implemented. Furthermore it is foreseen that during the project identification stage some programmes will be defined in line with the programme approach. A single programme manager will be appointed in such cases. UNDP and the Government are also fully committed to increasing the level of national execution, and a national seminar has already been held to train government officials in the required procedures. A follow-up seminar with government officials is planned to finalize the Government's own modalities for the adoption of national execution, and a first group of projects for national execution will then be selected. Other means of

enhancing programme management flexibility, such as collaboration with NGOs and the use of United Nations Volunteers will also be employed during the fifth country programme.

12. The fifth country programme for Burkina Faso provides for a mid-term review in 1994. The review will assess the validity of the themes of the country programme and evaluate their relevance with prevailing government priorities. As a means to intensifying the policy dialogue and promoting better management and coordination of UNDP assistance, the Government will assume added responsibility in the implementation of the fifth country programme. To that end, the round table process will be pursued, along with sectoral and thematic consultations, the results of which help improve the effectiveness and the efficiency of the country programme. Greater national ownership and internalization will be emphasized throughout the implementation of the country programme.

IV. RECOMMENDATION

13. The fifth country programme for Burkina Faso fully supports the new political and economic reform process undertaken by the Government and will contribute in a variety of ways to the country's economic and social development. The Administrator is satisfied that it is a well-focused programme which will ensure an optimal use of UNDP resources and reflects the six areas of focus of UNDP. For these reasons, the Administrator recommends that the Governing Council approve the fifth country programme for Burkina Faso.